

## Message Text

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ORIGIN IO-10

INFO OCT-01 ISO-00 OIC-02 CIAE-00 DODE-00 PM-03 H-02

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USIA-06 SCCT-01 AF-06 ARA-06 EA-06 EUR-12 NEA-10 EB-07

AID-05 /111 R

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FM SECSTATE WASHDC

TO USMISSION GENEVA

INFO USMISSION USUN NEW YORK

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E.O. 11652: GDS

TAGS: ECOSOC, UN, EGEN

SUBJECT: 59TH ECOSOC: ISRAELI OBSERVER'S STATEMENT ON PLO

REF: A) GENEVA 5238; B) STATE 157681; C) GENEVA 5222;

D) GENEVA 5143

FOR AMBASSADOR MOYNIHAN

1. WE HAVE REVIEWED INSTRUCTION (REFTEL B).

2. REFTEL B WAS DESPATCHED ON JULY 3 IN RESPONSE TO  
THE DELEGATION'S REQUEST OF THAT SAME DATE FOR URGENT  
INSTRUCTIONS AND WAS ADMITTEDLY NOT REVIEWED AS LITERARY  
MODEL.

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3. IN ADDITION, YOU SHOULD BE AWARE THAT THOSE DRAFTING

THE MESSAGE HERE DID NOT HAVE THE BENEFIT OF INFORMATION, NORMALLY PROVIDED EARLY BY DELEGATIONS HANDLING SUCH ISSUE, REGARDING THE ISRAELI ATTITUDE TOWARD THE PARTICULAR ASPECT OF PLO PROBLEM BEING CONSIDERED. JUDGING BY THE INFORMATION THE DELEGATION PROVIDED ON JULY 7 IN REFTELS A AND C (FOUR DAYS AFTER GUIDANCE WAS REQUESTED), ISRAEL APPEARS TO HAVE SHIFTED FROM ITS USUAL STANCE OF CHALLENGING THE PLO'S RIGHT TO SPEAK. HOWEVER, THE DELEGATION HAS THUS FAR PROVIDED NO INDICATION AS TO WHETHER THIS IS RELATED TO THE FACT THAT ISRAEL IS NOT A MEMBER OF ECOSOC AND WOULD THEREFORE NOT NORMALLY BE CONCERNED WITH ITS PROCEDURES.

4. EVEN SO, ISRAEL ATTITUDE IS ONLY ONE OF FACTORS DEPARTMENT MUST CONSIDER WHEN PLO ISSUE ARISES. DEPARTMENT'S INSTRUCTIONS WERE PROVIDED AGAINST THE BACKGROUND OF A CONTINUING EFFORT (REFLECTED IN DELEGATION'S BRIEFING PAPER AND KNOWN TO THE US MISSION IN GENEVA) TO LIMIT TO THE DEGREE POSSIBLE THE INTERPRETATION OF THE ROLE OF AN OBSERVER WHO DOES NOT REPRESENT A UN MEMBER STATE. THIS STEMS NOT ONLY FROM SENSITIVITIES REGARDING THE PLO, BUT ALSO FROM CONCERN FOR THE DAMAGE TO EFFICIENT PROCEDURES WHICH CAN ENSUE IF THE CONCEPT OF OBSERVER IS BROADLY INTERPRETED AND IF OTHER MOVEMENTS OBTAIN AND TAKE ADVANTAGE OF THAT STATUS. THUS, WHILE WE WOULD NOT TRY TO PLACE LIMITS ON WHAT SUBJECTS A UN MEMBER STATE MIGHT WISH TO ADDRESS WHEN IT SENDS AN OBSERVER TO A UN MEETING, WE WOULD WISH TO DO SO IF POSSIBLE IN THE CASE OF A NON-GOVERNMENTAL ORGANIZATION (SUCH AS A "LIBERATION MOVEMENT"). THIS IS ESPECIALLY SO IF LATTER'S OBSERVER STATUS IS QUALIFIED, AS IN THE CASE OF RULE 73 OF THE ECOSOC RULES OF PROCEDURE, BY SPECIFYING "THE COUNCIL MAY INVITE ANY NATIONAL LIBERATION MOVEMENT RECOGNIZED BY OR IN ACCORDANCE WITH RESOLUTIONS OF THE GENERAL ASSEMBLY TO PARTICIPATE, WITHOUT THE RIGHT TO VOTE, IN ITS DELIBERATIONS ON ANY MATTER OF PARTICULAR CONCERN TO THAT MOVEMENT."

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5. IT IS RELEVANT TO RECALL THAT THE PLO'S INTERVENTIONS AT THE 29TH GA WERE LIMITED TO THE PALESTINE QUESTION AND THE UNRWA ITEM, AND WE BELIEVE THIS IS A HELPFUL PRECEDENT. THESE ISSUES WERE OBVIOUSLY OF CONCERN TO THE PLO. OTHER ITEMS MAY NOT BE, AND WE DO NOT SUBSCRIBE TO AN INTERPRETATION OF ECOSOC RULE OF PROCEDURE 73 ATTRIBUTED IN REFTEL D TO THE CHAIRMAN THAT ANY REQUEST TO SPEAK ON ANY MATTER IS

ALL THAT IS REQUIRED FROM AN OBSERVER. WE SEE NO  
REASON FOR A NON-MEMBER STATE OBSERVER ENTITY TO

PARTICIPATE IN THE GENERAL DEBATE, AND THIS COULD BE AN  
UNHELPFUL PRECEDENT FOR THE UNGA. THE FACT, REPORTED  
IN REFTEL C, THAT THE PRESIDENT IS WILLING PASS ADVICE  
TO OBSERVERS REGARDING THE TIMING AND NATURE OF  
INTERVENTIONS GIVES US SOME HOPE THAT HE MIGHT BE  
WILLING TO EXERCISE DISCRETION IF PLO MAKES EXCESSIVE  
DEMANDS FOR THE FLOOR.

6. DELEGATION IS THEREFORE INSTRUCTED TO MAKE KNOWN TO  
ECOSOC PRESIDENT AKHUND DIRECTLY, THRU THE ECOSOC  
SECRETARY CONCERNED, OR VIA CONSULTATION WITH THE LEGAL  
ADVISER THE PROCEDURE DESCRIBED IN PARA ONE OF REFTEL  
B, OBSERVING THAT THEY SHOULD BE CONCERNED, IN THE  
INTEREST OF EFFICIENCY AND GERMANESS, BOTH IN ECOSOC  
AND IN THE UN, IN ESTABLISHING A FAIRLY STRICT  
INTERPRETATION OF THE PREROGATIVES OF OBSERVERS WHO DO  
NOT REPRESENT MEMBER STATES.

7. IF APPROACH IN PARA 2 OF ORIGINAL INSTRUCTION  
(REFTEL B) APPEARS TO PLACE US IN A STRONGER POSITION  
OF OPPOSITION TO THE PLO THAN ISRAEL'S, WE BELIEVE THIS  
CAN BE JUSTIFIED BY OUR GREATER CONCERN FOR ECOSOC  
PROCEDURES SINCE WE ARE A MEMBER AND ISRAEL IS NOT  
THERE MAY BE OTHER OCCASIONS IN WHICH ISRAEL WILL TAKE  
A MORE VIGOROUS LINE THAN WE DO ON THE PLO. INGERSOLL

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